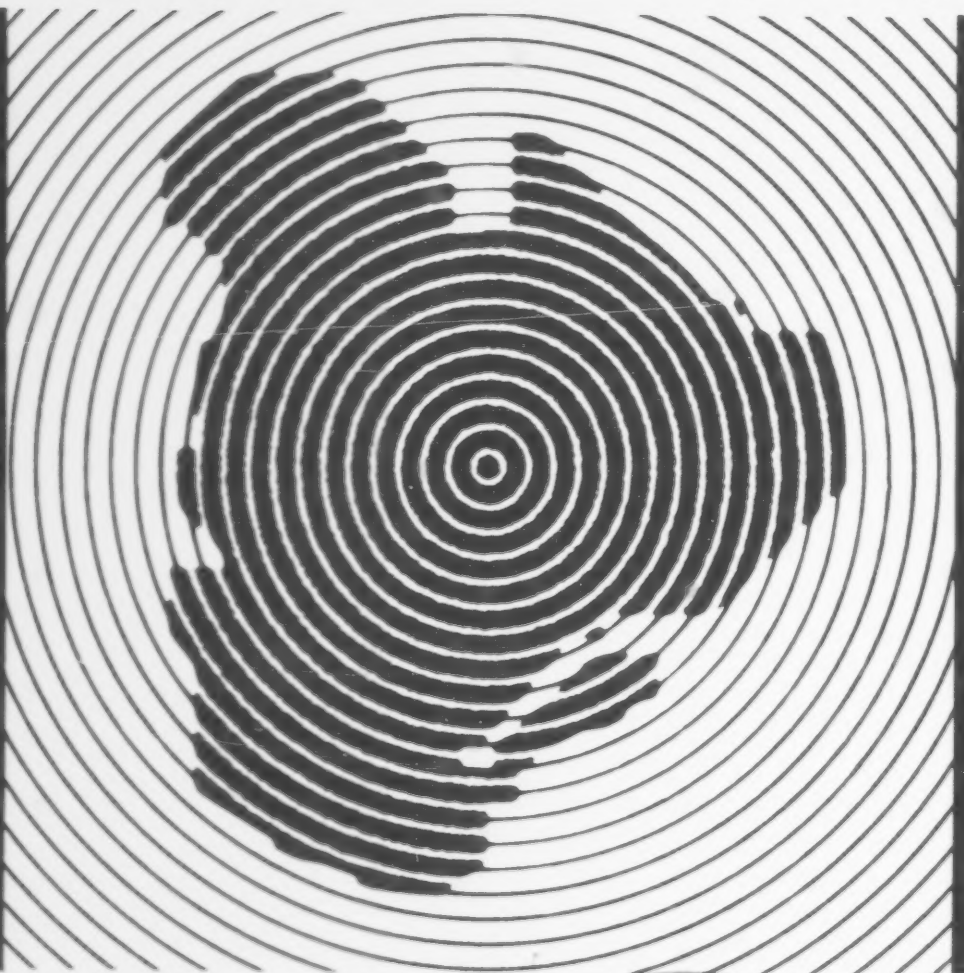
québec, master craftsman of its own communications policy



LEGISLATIVE LIBRARY
WITHDRAWN

ERRATA

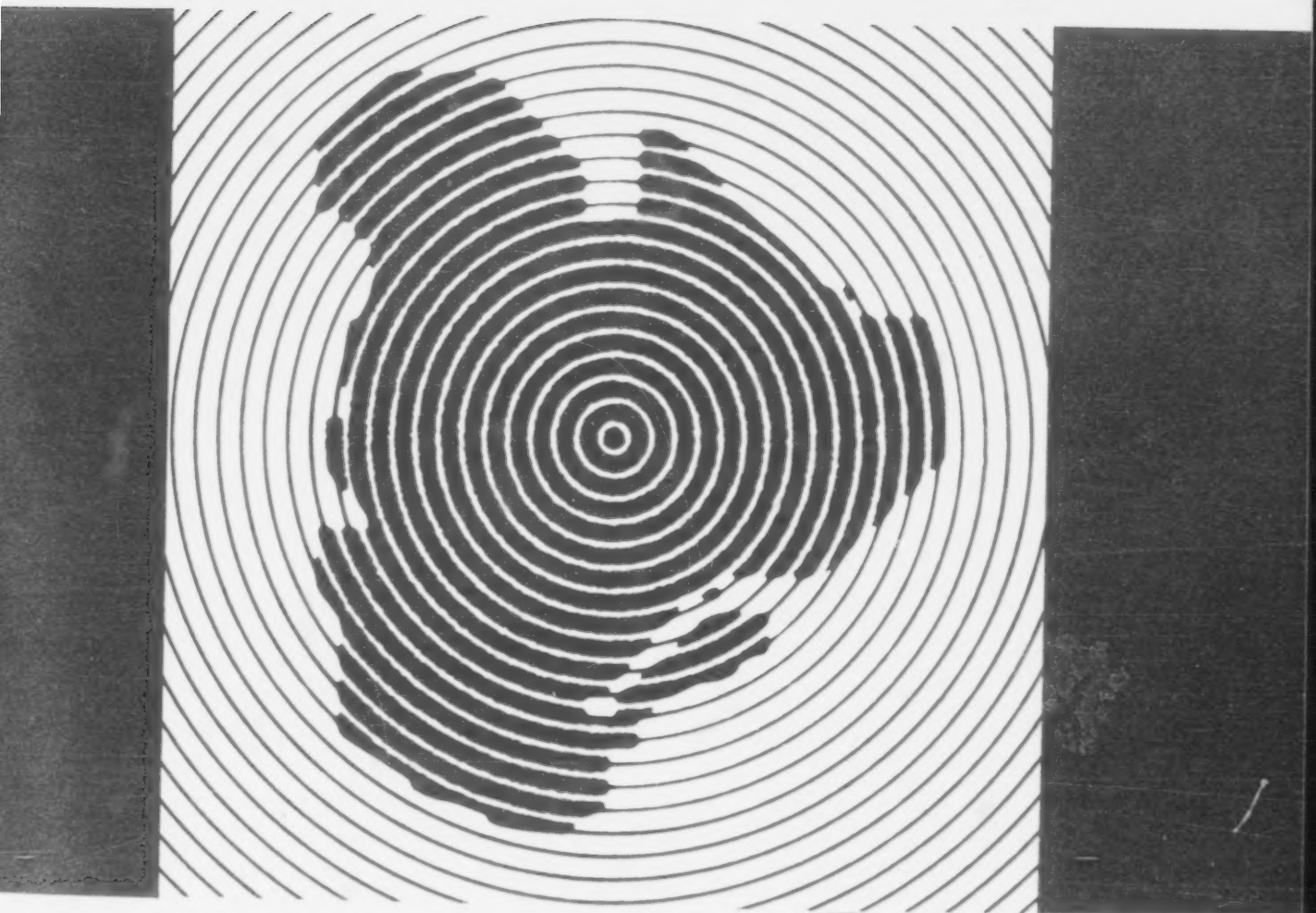
p. 99: modify paragraph 12 as follows:

"to approve the development plan of the COTC, Telesat and the Canadian radio and television broadcasting system, that is the CBC, within its territory".

p. 100: modify paragraph B (b) (3) as follows:

"to grant frequencies in keeping with the bulk distribution of frequencies by an intergovernmental composed of representatives from the eleven (11) governments of Canada".

québec, master craftsman of its own communications policy



JAN 15 1974

québec master craftsman of its own communications policy

Table of contents

	3
	7
	13
A- A modern problem	25
A glance at the situation	25
An awakening	25
The new interprovincial spirit	29
B- Québec's specific character	35
1- Québec	35
A glance at history	35
Civil institutions	37
Social structures	48
Development	49
2- Communications in Québec	45
The Québec Government	47
The Department of Communications	47
The Public Service Board	48
The Québec Broadcasting Bureau	49
The various activity sectors	50
Communications carriers	50
Radio and television broadcasting	58
Cabledistribution	62

Part II	A- Québec's needs in the field of communications	71
What?	Cultural development	73
	Continuing education	78
	Language	79
	B- Essential powers	83
	1- Overall planning	83
	2- Development of networks and services	84
	3- Use of land	85
	4- Ownership	85
	5- Technical and service standards	85
	6- Programming and content	86
	7- Accessibility	86
	8- Research	87
	9- Advertising	87
	10- Language balance	88
	11- Québec's international rôle	88
Part III	Intergovernmental organization	91
How?	Relations between Québec and the other provinces	92
	Interprovincialism	92
	The Interprovincial Conference	93
	Regional Committees	93
	Québec-Canadian relations	94
	Responsibilities at the national level	95
	Responsibilities of the Federal Government	95
	A- General powers	95
	B- Exercise of provincial powers	96
	C- Specific powers	97
	Responsibilities of the Québec Government	98
	A- General powers	98
	B- Specific powers	100
	Québec intends to use its powers in the field of communications principally through	101
	1- Legislation	101
	2- Encouragement to creativity	102
	3- Regulations, granting of franchises, rate regulation	103
	Relations between Québec and the international community	104
Conclusion	Introduction to the Green Book	107

foreword by the minister

104-04663/

Canada is a federal country. The smooth and orderly functioning of a federal system is dependent upon maintaining the balance between the decision-making powers of the two levels of government as well as on the means for exercising such powers.

Such a system is of necessity complex. The best interests of the individuals and groups comprising it thus require that those who are responsible for its coherent functioning use every possible means to adopt policies, programs, texts, laws and regulations which are consistent with the priorities and objectives of the population rather than, in unrealistic fashion, attempt to do the reverse.

The true unity of the country as well as that of its component parts is inevitably dependent upon the degree of interest and satisfaction which its citizens and organizations experience, individually and collectively.

To confuse national unity and national uniformity by centralizing the decision-making powers inevitably creates a factor of dissension and rupture.

As we have said on many occasions over the past three years, communications have a primary rôle to play in this respect as they constitute one of the principal guarantees of a society's special characteristics, its language and culture, its way of living and being. Moreover, they are an essential factor in economic progress as well as in cultural and social development. We shall have occasion to discuss these concepts in the pages which follow.

Briefly, a government's communications policy reflects its fundamental choices. In effect, it establishes clearly the attitude it has adopted with regard to the collective expression of the human community to which it is answerable since communications can be at once an agent of change and a tool to be used by the community in its relationships.

It is the Government of Québec's responsibility to formulate a communications policy for Quebecers. Such a policy cannot be dissociated from Québec's educational system, its culture and everything which is fundamentally its own.

While this policy is to be coordinated with those of the other governments and if it is to fit into the North American context, it must first be adapted to Québec's priorities. Only in this way will it guarantee the preservation and normal evolution of our society as a vital part of the Canadian and North American community.

The single objective of this paper is to present Québec's position, to help our counterparts in the other provinces and in the central government, as well as the people of Québec, who are concerned about the development of francophone and Québec culture, to know and understand our stand on this subject.

This text is an illustration of the conditions which could come about in the realm of communications in Québec and in Canada if the central government would agree to abide by the spirit of the initial agreements which gave birth to this country and commit itself without delay or reservation to discuss and negotiate the question with the provinces, and, insofar as we are concerned, with Québec.

Such a step would make it possible to envisage in concrete fashion the possible means to reconcile Canadian objectives and priorities with those of Québec which must exercise, to the fullest extent possible, its fundamental responsibilities with regard to the culture and special character of Québec.

An explicit agreement on the part of the central government to such negotiations would in itself constitute a positive element which would make it easier to believe in the possibility of attaining the balance which is essential to the smooth functioning of the federal system. Any other attitude would run the risk, not only of shelving the problem entirely, but indeed of exacerbating it.

If the first and only objective of the central government today is to consolidate the principal decision-making centers inherent in the various actions of the State in matters of communications while at the same time wishing to increase the consultation mechanisms of the provinces, then we do not understand each other.

This paper and Québec's participation in this first federal-provincial conference on communications should persuade the central government to modify its attitude and to agree to the hoped-for discussions and negotiations with a view to a new division of powers of decision and the means to exercise them. It is quixotic to look for realistic solutions to new situations on the basis of texts which were never conceived and fashioned with the idea that they could be adapted to meet these situations.

Jean-Paul L'Allier
Minister of Communications
Québec, November 28, 1973

introduction

For a long time, the Province of Québec, through its governments and Prime Ministers, has been requesting a broader, or even in certain cases an exclusive, rôle in the field of communications, especially considering the increasing impact of means of communication on the cultural and educational development of the Québec community.

Maurice Duplessis (1948)

"In this field (radio broadcasting) as in all others, it (the Province of Quebec) feels that centralization of radio broadcasting under the federal bureaucracy runs counter to the fundamental principles, ratified by the Canadian Constitution and the Fathers of Confederation, which reserve for the provinces jurisdiction over the entire field of education in all its forms.

The people of the Province of Québec, through their government, are once again proclaiming their rights respecting radio broadcasting."

(Maurice Duplessis, Prime Minister of Québec. Message on the occasion of the 25th anniversary of CKAC — La Presse 22/6/48)

Jean Lesage (1965)

"Québec's stand on the responsibilities it should exercise in all those fields is well known. While acknowledging that the present constitution is far from perfect, there is at least one possibility open for the immediate future. Allow the provinces, at least those who so desire — and I may add that Québec is one of them — to occupy fully those areas of jurisdiction which the constitution recognizes as their own and, as a necessary consequence, let them have the financial means of effectively assuming the new tasks which they will thus incur.

We merely ask that the decisions and the policies of the central government should not infringe on those fields where we feel capable of acting as we see fit, because we are equipped to do so, and above all, because we have a better knowledge of the needs of our people.

It is not beyond our understanding that the Federal Government seeks uniformity in matters of administration and uniformity in the services furnished to the population throughout the country. To this I would reply that this solicitude for uniformity in administration cannot justify centralization and unilateral decisions. Furthermore, uniformity of services rendered can be reached by collaboration of the provinces among themselves. In effect, in the measure where there exists, in a general way, a concordance between the services offered from one province to the next, this search for uniformity becomes a form of administrative perfectionism, one of the most obvious results of which is to confine the action of the provinces within rigid, sterile structures and methods and to create, for all practical purposes, a unitarian State. Québec is not particularly keen on this type of uniformity for, once the premise is accepted that the French Canadian community has the right to

develop according to its own preferences — and it seems to me that this is accepted within the context of Canadian confederation — one must logically expect that the administrative decisions of the Government of Quebec shall not necessarily be identical to those of the governments of other provinces. When one subscribes to the myth of uniformity, one automatically deprives the provincial governments of all freedom of orderly action in relation to the needs and aspirations of its own people.

(*Jean Lesage, Prime Minister of Québec, Canadian Club, Victoria, September 23, 1965*)

Daniel Johnson (1968)

Another area to which the Quebec government attaches the utmost importance concerns media for the dissemination of education and culture, particularly radio and television. As things now stand, the provinces are a long way from playing the part that should normally be theirs in this field. Since frequencies are controlled by Ottawa, allocation of radio and television stations within Quebec boundaries was made without our government being given the slightest voice in the matter. This situation results from the interpretation given by the courts to our constitution, and is unacceptable to Quebec.

Air waves are rightfully considered to be in the public domain; they cannot and must not be the federal government's apanage. Just as programme content, allocation of frequencies can have serious repercussions at the cultural level. Quebec cannot tolerate any longer being kept outside a field where her vital interest is so obvious, especially in view of the potential impact of audio-visual means of mass communication in educating both children and adults.

(Brief submitted by Mr. Daniel Johnson, Prime Minister of Québec, at the Federal – Provincial Conference held in Ottawa, February 5 to 7, 1968. Document QIPB 1968 pp. 15, 16)

Robert Bourassa (1973)

"In cultural matters, the decision-making centers which we require for our own cultural security must be transferred, especially in the field of communications. This again is a simple matter of common sense since an English-speaking majority cannot be entrusted with ensuring the cultural security of a French-speaking minority.

My government's position on this matter could be flexible as to form, but as far as the form and the objective are concerned, it is, and will remain, firm, clear and determined."

(Robert Bourassa, Prime Minister of Québec, Mount Orford, August 26, 1973)

In accordance with these declarations, Québec, like other provinces, passed legislation on communications. This included:

in 1909: An Act to create the Québec Public Utilities Commission (today the Public Service Board) (9 Ed. VII, chap. 16, 1909).

Electric Telephone Companies Act (R.S. 1909, s. 6265 et seq.)

Electric Telegraph Companies Act (R.S. 1909, s. 6245 et seq.)

An Act to constitute the Department of Transportation and Communications (1-2 Elizabeth II, chap. 16, 1952/53)

In 1969, further to acts dated 1929 and 1945, an Act was passed to constitute the Québec Broadcasting Bureau (Radio-Québec) (S.Q., 1969, chap. 17).

In 1969, the Communications Department Act (S.Q., 1969, chap. 65). Québec was thus the first province to set up such a department, although others followec suit later.

In May 1971, the Government outlined the main points of its communications policy in a working paper entitled «Toward a Québec Communications Policy».

The principal aspects of Québec's policy can be summed up as follows:

For the citizen

The inalienable right of all citizens of Québec to communication according to their cultural, social, economic and political needs.

For the Government

The obligation to provide the government and its bodies, directly or indirectly, with a modern system of communications, allowing them to assume fully their responsibilities toward the people of Québec.

For the community

The promotion and maintenance of a communications system, integrated into extra-territorial systems, which facilitates and contributes toward the full development of all and the attainment of Québec's objectives.

Once the principal elements of its overall communications policy had been defined, Québec drew up the remaining legislation necessary for the carrying out of this policy:

Bill 35, amending the Public Service Board Act (S.Q., 1972, chap. 56)

Green Book (1971)

"It is up to Québec to set up an overall communications policy. Such a policy cannot be dissociated from the development of Québec's educational system, its culture and everything pertaining to it. Although this policy must be coordinated with those of the other governments and consistent with the North American milieu, it must first of all be integrated to Québec's priorities and so act as a guarantee that our society will be maintained and develop normally as a dynamic part of a Canadian and North American entity.

A communications policy is not merely useful for Québec, it is essential, and becoming more so every day. The purpose of this first working paper is to render such a policy possible."

(Toward a Québec Communications Policy, p. 2.)

The principal object of this Act is to give the Public Service Board authority over all communications services under Québec's legislative jurisdiction, while providing that the Board must comply with the regulations adopted by the Cabinet and advise the Minister on any question he submits to it.

Section 1 of the Act expands the definition of the word "owner". It also redefines a public service so as to include, in addition to telephone and telegraph companies, all those whose principal or accessory object is to broadcast, transmit, or receive sound, pictures, signs, signals, data or messages by wire, cable, waves or any electrical, electronic, magnetic, electromagnetic or optical means.

Bill 36, amending the Québec Broadcasting Bureau Act (S.Q. 1972, chap. 58)

The object of this bill is to change the composition and organization of the Québec Broadcasting Bureau, to provide it with a board of directors, and to redefine its functions while stipulating that, in exercising them, it must comply with the regulations adopted by the Cabinet.

Bill 37 amending the Communications Department Act and other legislation (S.Q., 1972, chap. 57)

The object of this bill is to confer new responsibilities on the Minister of Communications.

Section 1 broadens the definition of the term "communications" so as to ensure concordance with section 1 of Bill 35.

Section 3a, among other things, grants the Cabinet the power to make regulations, on the conditions for setting up and operating a public service as defined by section 1 of Bill 35.

When the legislative machinery necessary for the exercise of its jurisdiction in matters of communications had been completed, the Québec Government, last September 25, passed a regulation relating to public cabledistribution services. This regulation came into force on November 1. As to the other activity sectors, the Québec Government intends to take measures for the exercise of its decision-making power in the field of communications.

On several occasions, after making known the major aspects of its communications policy, the Québec Government has asked the Federal Government to examine along with it a new division of jurisdiction in matters of communications.

This request of Québec's, repeated on several occasions by the Minister of Communications of Québec, has for all practical purposes received no reply from the Federal Government.

Although Bills 35, 36 and 37 were tabled in the National Assembly as early as May 1971, the Federal Government reacted only in January 1973, after the Public Service Board, applying section 15 of Bill 35 (S.Q., 1972, chap. 56) to the letter, had issued an ordinance requiring cabledistribution public services to provide it with the information necessary to identify this sector of communications.

Green Book (1971)

"Thus cablebroadcasting ought to come under the authority of the Québec Government, through its Public Service Board. Cable enterprises nearly always being set up as territorial monopolies enjoying exclusive privileges, the state may, for its part, enjoin them to take upon themselves full responsibility towards the "captive" public by obliging them to give service to all the people of Québec in accordance with set conditions and rules, to whatever extent circumstances progressively permit. These circumstances could include sufficient demographic density, technical possibilities or economic viability. This is not the case at present."

(Toward a Québec Communications Policy — Appendix p. 8)

A few weeks later, although there had been no real consultation between the Federal Government and the provinces, the Federal Government published a Green Paper on communications, entitled "Proposals for a Communications Policy for Canada". For the Federal Government to publish a document on a *federal* communications policy without consulting the provinces is normal procedure, but for it to publish, alone, a document on a *national* or *Canadian* communications policy is simply unacceptable.

Meanwhile, however, many favorable factors have made possible genuine cooperative action among the provinces in the field of communications, and in the Spring of 1972 Québec's Minister of Communications took steps to promote intensified interprovincial relations.

The first result of this intensification of interprovincial relations was the entry on the agenda for the Halifax Conference of Prime Ministers and Premiers in August 1972 of the matter of communications, as well as the resulting resolution requesting the ministers responsible for communications in each of the provinces to meet to prepare common positions with a view to the attainment of national or regional objectives in the field of communications.

(See Page 26 text of resolution on communications adopted at the conference of Prime Ministers and Premiers held August 3 and 4 at Halifax.)

Since then, three interprovincial conferences of the Ministers of Communications have been held, the first in Québec City on November 21, 1972, the second in Calgary on May 31 and June 1, 1973 and the last in Moncton on October 2 and 3. Already the results have proven very satisfactory.

(See text of resolutions adopted during these conferences pp. 28,29,30,31,32)

For example, the fact that all the provinces agree that different provincial policies do not work against the country's general interest and that consequently, a Canadian communications policy is not necessarily a federal communications policy seems to be of the utmost importance.

This is the spirit in which this document was prepared; to date it is the fruit of our thoughts and actions respecting communications. Prepared for the first federal-provincial conference on communications, this document is intended for all the citizens of Québec and the other provinces. Thus, it will contribute to a new division of jurisdiction in communications.

The document, *Québec, master craftsman of its own communications policy* is divided into three main parts.

Part One:

Why?

First because each province has different needs in communications, more so Québec because of its specific character.

Part Two:

What?

In Québec's communications needs and all the fields in which Québec's powers of decision should have priority or be exclusive.

Part three:

How?

Proposals for a new division of jurisdiction in communications, taking into account interprovincial relations and Québec's relations with the Federal Government and the international community.

part 1 a. a modern problem

why?

No province has ever concurred with the view of itself as a high-pressure group or as an instrument subject to the will of the Federal Government. The provincial governments have always insisted on being considered fullfledged governments; moreover, Canadian public opinion has in general always opposed any major action on the part of the Federal Government to permanently destroy provincial autonomy.

This attitude is a normal one: each province has its own history, customs and political, social, cultural and economic institutions. It is not Québec's prerogative to prove this point. Québec can only speak for itself, and this we shall do later on when presenting and describing Québec's specific character.

Although several provinces have always been interested in certain aspects of the development and operation of communications on their territory, an increased awareness of the importance of communications as regards the responsibilities of the different provinces has recently developed.

Proof of the interest the need for interprovincial cooperation in communications could have was first given at the Conference of Ministers of Education in December 1969 at which time the provincial governments agreed on the means to be used to guarantee provincial jurisdiction over educational radio and television broadcasting.

While the western provinces had for some years been enjoying the benefits of cooperation as regards their telephone systems, and while the maritime provinces had been holding meetings on communications within the framework of their council of premiers, Ontario and Québec in 1971, laid the groundwork for closer collaboration and agreed to exchange information regarding certain matters of common interest in the field of communications.

The growth of nationwide interprovincial cooperation was then only a question of time and it was in February 1972, in Toronto, at a meeting of deputy ministers responsible for communications that this cooperation began to develop, on the eve of an intergovernmental meeting with the representatives of the federal task force on computer communications.

An interprovincial task force was set up at that time, and after it had submitted its report, the provincial premiers agreed, on August 4, 1972, at their Halifax Conference, to take the necessary steps to ensure continuing cooperation between the provincial governments in the field of communications.

That the communications policies of the provinces must therefore play an integral part in the overall planning for social, economic and cultural development, both individually on a local and provincial basis, and collectively in regional and national contexts."

"The Premiers note:

That the rapidly developing technology of communications is profoundly altering the economic and social patterns of our society so that foresight and leadership in the field of communications are essential if our provincial communities are to benefit from, rather than be adversely affected by, technological change.

That federal initiatives in the fields of voice and data communication, cable communication including cable television, computer communications, educational communications, and remote area communications among others, do not take account of provincial policies, priorities, and jurisdiction."

"Therefore the Premiers:

A. Recognize the important role which our provincial governments must play in the field of communications to ensure the economic, social and cultural development of the residents of our provinces.

B. Designate a person at the Ministerial level in our governments to deal with communications as such if this has not already been done.

C. Provide for continued cooperation among our governments with a view to jointly developing our communications policies and systems including programming production, and to establish common policy positions to ensure realization of national and regional objectives."

D. Agree that a meeting of Ministers responsible for communications be convened November 20, 21, 1972, at Québec City in furtherance of provincial objectives in the field of communications."

Premiers' Conference
Halifax, August 3 and 4, 1972

The new interprovincial spirit

Despite and because of the rather great differences in their needs, the provinces resolved to cooperate in the field of communications. "Despite", since it is not always easy for provinces to work together when their histories, land, people, geography, communications networks and educational and socio-cultural needs differ to such a great extent. "Because of", since it is these very differences which made the provinces realize that a uniform policy for all Canada was not feasible.

Moreover, the provinces saw that a Canadian communications policy was not necessarily a federal communications policy but rather one resulting from provincial cooperation in communications. This is the spirit in which the three interprovincial communications conferences to date have taken place. This new outlook has already produced concrete results and augurs well for the future.

Interprovincial Conference
(November, 1972)

"Resolution on structures for interprovincial cooperation

WHEREAS:

- the provincial governments must play a predominant rôle in the future of communications so as to ensure the economic, social and cultural development of their citizens;

- at a meeting held in Halifax on August 4, 1972, the Prime Ministers and Premiers of the provinces decided to take the necessary measures to ensure continued cooperation between the provincial governments for the purpose of jointly developing their communications policy and systems, including programming, with a view to preparing a common position intended to ensure the attainment of national and regional objectives;

- it is important, consequently, to elaborate means and structures for temporarily facilitating interprovincial cooperation in the communications sector;

IT IS RESOLVED BY THE PROVINCIAL MINISTERS ASSEMBLED ON NOVEMBER 21, 1972

- that a means for intergovernmental collaboration be set up temporarily at two levels, which means will be implemented in accordance with the rules set forth in Schedule "A";

- that our next meeting be held during 1973."

(Interprovincial Conference on Communications — Quebec, November 21, 1972.)

Interprovincial Conference (May 1973)

"GENERAL RESOLUTION

THE PROVINCIAL ministers responsible for communications meeting in Calgary:

1. Having reviewed during the course of their two conferences a wide range of telecommunications problems and interests, agreed that the provincial governments possess substantial responsibilities in all aspects of communications;

2. Conscious of the important responsibilities of the provinces in determining the respective priorities of their people in social, economic and cultural matters;

3. Conscious of the variance in social, cultural and economic needs and priorities between provinces and consequently of the divergence in requirements and priorities for communications systems and services;

4. Recognizing that a national policy related to communications must be based on a thorough consideration of, and fully reflect the needs, interests, aspirations and priorities of the provincial and federal governments;

5. Considering the past and present usefulness of interprovincial cooperation, and the continuing need for understanding, appreciation and integration of the views of the provinces and of the Government of Canada.

BE IT RESOLVED by the provincial ministers responsible for communications that:

1. To ensure that each province's legitimate interests in the field of communications are appreciated the provinces establish an ongoing working relationship to acquire a continuing understanding of respective policies, programs and objectives.

2. The federal government be urged to recognize and respect the needs, responsibilities and objectives of the provinces in all aspects of communications.

3. A progress report on the first two interprovincial conferences on communications be forwarded to the annual meeting of the Provincial Premiers for their consideration.

4. A further interprovincial conference with a view to understand and discuss provincial policies, programs and objectives in communications, be held prior to the proposed federal-provincial conference.

5. A committee of provincial officials be constituted to exchange information about provincial concerns and interests in communications and report to the third Conference of Provincial Ministers of Communications."

(Interprovincial Conference on Communications
Calgary, May 31 and June 1, 1973)

Interprovincial Conference
(October 1973)

RESOLUTION ON MEANS FOR INTERPROVINCIAL COOPERATION

WHEREAS

- the communications field is becoming an increasingly important priority for the governments of the provinces of Canada;

- this increasing importance is evidence of the role which the provincial governments intend to play in this field in order to ensure the economic, social and cultural development of their people;

- at the Second Interprovincial Conference of Ministers, held at Calgary in May 1973, the provincial governments recognized the diversity of the objectives of each province in the field of communications;

- within the framework of flexible and viable Canadian federalism, this diversity requires the maintenance of structures for interprovincial consultation so that each government can be fully aware of what the others are doing in this field;

- the mechanisms for interprovincial cooperation established temporarily during the First Interprovincial Conference of Ministers of Communications held at Québec City in November 1972, proved on the whole to be useful and appropriate;

it is resolved by the ministers responsible for Communications in the provinces of Canada, meeting on October 3, 1973, that a permanent structure for interprovincial cooperation be set up on two levels:

1- the regional level

the committees of the western provinces (British Columbia, Alberta, Saskatchewan and Manitoba), the central provinces (Ontario and Quebec) and the maritime provinces (New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland) shall continue to function in accordance with the agreements under which they were instituted and shall meet according to the needs of each region, it being understood that such meetings should take place at least once each year.

2- the interprovincial level

the Interprovincial Conference of Ministers Responsible for Communications shall meet at least once a year according to the principle of alternating regions. The host province shall be responsible for organizing such meetings and shall be entrusted with the secretarial work done between the previous conference and that which it hosts.

There shall be an interprovincial committee of representatives of the departments responsible for communications, under the jurisdiction of the Interprovincial Conference of Ministers of Communications; such committee shall meet as often as necessary, and at least once a year, to prepare for the Interprovincial Conference of Ministers of Communications. This committee shall be presided over in turn by a government representative of the province where the conference is to be held.

(Interprovincial Conference of Ministers of Communications, Moncton — October 2 and 3, 1973)

part 1 b. québec's specific character

why? 1. québec

Quebec is an integral part of the North American continent. Quebecers, most of whom are the descendants of one of the great peoples who explored and developed the continent, share their geography, their past and their present as well as their future with the rest of the inhabitants of North America. These roots deep in the American soil are a basic fact in the existence and daily life of the Quebecer.

Québec, however, is an entity with a significantly original character.

A glance at history

It has been part of the Confederation for one hundred years, but its past cannot seriously be restricted to that one period.

The fact that for over two centuries Québec was under French rule has left a deeply etched hallmark on its people and civil institutions. French civilization survived the Conquest of 1759 not only because of the seeds it had already sown but also because the British Sovereign guaranteed, in 1763 and again in 1774, to protect the rights of his new French-speaking subjects in Canada.

Later, in 1791, Québec's distinct social and cultural character was recognized through the creation of a separate territory and government.

Only with the Union of Upper and Lower Canada in 1840 could a common political history begin. But as events have proven, this political Union in no way contributed to the common destiny or closer relationship of the two national groups.

Not until 1867 did a compromise between the solutions of 1791 and 1840 meet the approval of the political figures of the day. The Royal Commission of Inquiry on Constitutional Problems, moreover, recalls the historical origins of the particular status accorded Québec in 1867 in view of its position as prime political center of French Canada.

Lord Durham (1839)

"I expected to find a contest between a government and a people. I found two nations warring in the bosom of a single state."

Lord Durham's — Report on the Affairs of British North America February 11, 1839 — Oxford, Clarendon Press 1912 p. 16, vol. II "Text of the Report"

Royal Commission Report (1954)

"Because of the religion, culture and history of the majority of its population, the Province of Québec is not, therefore, a province like all the others. All the constitutional systems since 1774 have, both in fact and in law, recognized this special situation. But the British North America Act goes even further, because it not only recognizes the special character of the Province of Québec but gives an organic form to this difference. The reform of 1867 opened a new era in the constitutional history of Canada. It associated within the same state colonies which, until then, had grown up separately, and it thus laid the foundations for modern Canada. Renouncing the aborted experiment of the Union system (in United Canada), it gave the federative form to the new state, in order to take into specific account the geographical, historical and ethnic peculiarities of the groups which it proposed to unite and be allowed to develop themselves. Thenceforward, the Canadian State would be composed of a federal government and of provincial governments vested with sovereign authority, each in its special domain

of national activity, and in such a way that in every part of the territory achievement of the political common good would depend upon the coordinated functioning of two distinct authorities."

Report of the Royal Commission of Inquiry on Constitutional Problems, p. 65

In addition, one of the dominant features of the history of Canadian Confederation was the constancy of Québec's autonomist attitude which favored the maintenance and growth of the provinces' powers.

Keeping Québec in a confederation or other kind of union with Canada still depends on a fundamental requirement: the assurance of formal guarantees and of the means to continue on its path towards the progress of its institutions and full cultural development.

Civil institutions

Civil institutions in North America are generally based on the "Common Law" inherited from England. Québec, however, chose to conserve a type of civil institution more closely related to its customs and traditions and the spirit of its culture; several of its civil institutions come directly from France and the Old Regime and from there can sometimes be traced back to Roman Law.

These institutions are essential to civil life in Québec and in fact constitute the rules of the game. This point of view was extensively studied by the Royal Commission of Inquiry on Constitutional Problems in 1954.

Royal Commission Report (1954)

"From the viewpoint which concerns us, this general provision of the Constitution is of capital importance since it confers upon the Province of Québec, as, indeed, it does on all the provinces, authority on all matters arising from its historical, cultural and religious character. But the Constitution goes even further. To emphasize its intention of giving the Province of Québec a political

The civil institutions resulting from these two legal systems consecrated fashions of thought and being which could not be put into the same mold without seriously affecting the thought patterns and way of life of one national group or the other.

The institutions of one people are not intrinsically better than those of another, but they represent the original character of a national group, hence the importance for each to decide for itself which path it wishes to follow.

Social structures

Québec's social organization provides another illustration of the characteristics of the Québec way of life. Not only are these characteristics original, but they are often the vehicle of historical continuity. This, however, does not mean they have ceased to evolve. Québec's social structures reflect social, cultural and economic needs which are sufficiently well-defined to suggest that future development will be based on the internal trends of Québec society.

Modern means of communications as a whole contribute to the development of Québec society and to changes in its social structures: they act as catalysts, as cultural vehicles, they are agents of social organization and development.

* If such changes and modifications are indeed to take place, the Government representing this society must take all the relevant steps to ensure that Québec's national and cultural identity as a whole is protected and strengthened.

Some of the elements of Québec's typical social structures which have been and will be influenced by modern communications are:

- the family
- the parish
- the cooperative movement
- trade unionism
- the educational system
- political organization

An increasingly rapid tempo has marked Québec's history over the past fifteen years. The province has changed from a traditional, monolithic, rural society to a modern, economically and socially developed society with pluralist values. This radical change was not achieved without difficulty. Moreover, it has not affected the different groups in Québec society or the various sectors of collective life in Québec to the same extent. Many reforms were required; resistance had to be broken down, institutions changed and, most important, ways of thinking and other habits had to be modified.

The Government was required to play a major rôle in this rapid process of modernization. It could not be otherwise. Often, the Government itself took the initiative as regards change and responded favorably to the requests made by the various groups within the society. This "quiet revolution", as it has been called, affected all areas of life and transformed the people of Québec.

Québec is now endeavoring to reconcile the affirmation of its francophone cultural values and the economic progress which is essential to the community's well-being. Because of its particular situation, Québec cannot easily reach these two objectives simultaneously.

Cultural development

Although they are on a continent dominated by the English language and culture, the people of Québec nevertheless continue to use the French language and share common values with the other French-language countries as they have done for centuries. Moreover, an extraordinary blossoming out and development of Québec culture in which the Government has played a significant rôle is in progress. Publishing records are broken each year; more and more Québec authors and poets are read in a number of countries and in several languages; song, drama, music, the plastic arts and now the cinema are all in full swing and several Québec works are noted successes abroad and serve as ambassadors throughout the world of a nation which creates its own values. The outstanding contribution of the "chansonniers" to the rebirth of Québec must also be noted; a new type of poet, the "chansonnier", translates the soul of Québec into the everyday language of the people.

The universities and the education system are also full of vigor and continuously affirm the Quebec personality. In short, all the institutions of Quebec are progressively changing and taking shape in order to better reflect the Quebec personality.

Economic development

Quebec has also tackled the formidable challenge of economic development in order to ensure the maximum yield of its territory's resources, and to establish an infrastructure providing material prosperity and its equitable distribution. The challenge is enormous. Industrialization and urbanization are recent phenomena in Quebec. Quebecers presently control only a portion of their economy; industrialization, often the work of others, has spread unequally through the various sectors of economic activity and the different regions of the Province. The process is often slow, particularly in the secondary sector. For several years now the government has encouraged initiatives which would fill the gaps in our industrial structure and make it possible for peripheral areas to participate in economic prosperity.

Window on the world

In order to fully carry out the important tasks they had undertaken in modernizing and developing the domestic economy, Quebecers had to increase their awareness of the world. For the past ten years they have turned especially to other French-language countries which share their cultural values, but also to their neighbors on the North American continent.

They felt the need to draw on the resources of others, benefit from their experience and share their own achievements. They found this to be an excellent means of access to new technologies, of finding the capital and markets they lacked and of manifesting their solidarity with other nations.

Québec chose French as its means of expression and access to the world.

Historically and geographically located at the crossroads of great French and Anglo-American civilizations, Québec is undergoing an unusual experience. In his innermost being, his sensitivity, his perception of reality and even his daily life, the Quebecer is both Francophone and North American. To the extent that he roots himself more deeply in his national culture, in the widest sense of the word, he will continue to make an original, personal contribution to the Canadian and North American way of life.

2. communications in québec

Within its territory Québec has means of communication whose rate of use is among the highest in the world: telephone, cable, radio and television, printed material, audio-visual material in general and computer communications are on the whole highly developed. The extent of existing infrastructures and services is great enough, without taking into consideration those which are to come.

However, in several sectors the quantity and quality of services and infrastructures vary greatly from one area to another. This is often due to the failure of federal communications policies — the lack of any real comprehensive policy and the absence of valid communications investment planning. For example, consider radio and television broadcasting where federal authorities allowed the development of abnormal situations, to put it mildly, in the allocation of frequencies. The secondary position alloted to French on the Island of Montreal is one instance among many.

The communications sector is a fundamental instrument for the development of Québec, particularly since, despite the shortcomings mentioned, the use made of these means has often been original, a product of Québec's own culture. As an example, television has had an important and fundamental rôle in the Province as a means of information. Nowhere else in Canada has television played such a rôle.

For the past several years the Québec Government has had at its disposal a number of instruments of communication. Essentially, all these instruments have been consolidated in the Department of Communications, or placed under the responsibility of the Minister of Communications, as is the case with the Québec Broadcasting Bureau (Radio-Québec) and the Public Service Board.

The Government of Québec, through its Department of Communications and agencies attached to it, intends to play its full rôle in the development, both present and future, of means of communications throughout the entire Province.

Thus the Government's efforts in this field have been remarkable over the past few years: from a budget of less than $10,000,000 and a staff not exceeding 350 in 1969, the budget was increased to $30,000,000 and the staff grew to some 1,200 in 1973.

The Department of Communications

Set up in December 1969 (chap. 65 of the 1969 Statutes), and amended by Bill 37 in 1972, the Department of Communications must, among other things, supervise the communications networks in Québec, promote their establishment, development, adaptation and efficiency, carry out research or have it carried out, make surveys on communications in general and establish communications services for all the government departments. It is also entrusted with preparing and presenting to the Government a communications policy for Québec, with applying it, supervising and coordinating its application.

Staff

- employed 31/3/69	Nil
- employed 31/3/70	19
- employed 31/3/71	81
- employed 31/3/72	582
- employed 31/3/73	614
- authorized, 1973/74 budget	700

Budget

1968/69	Nil
1969/70	Nil
1970/71	$ 1,200,000
1971/72	$12,323,000
1972/73	$17,212,900
1973/74	$21,970,700

The Public Service Board

In 1939 the Public Service Board (which has been under the jurisdiction of the Department of Communications since 1969) replaced the Public Service Commission which had been set up in 1909. The constitutive act of the original board was completely revised in 1949 and amended by Bill 35 in 1972. It has been under the responsibility of the Minister of Communications since 1969.

The Board was granted authority with regard to all communications firms recognized as "public services", particularly the public cable-distribution firms.

Recently, in order to concentrate its efforts in the communications field, the Board was freed of its expropriation duties and a new tribunal was set up for this purpose.

Staff

- employed 31/3/69		26
- employed 31/3/70		25
- employed 31/3/71		24
- employed 31/3/72		25
- employed 31/3/73		32
- authorized: 1973/74	budget	64

Budget

1968/69	$287,200
1969/70	$287,200
1970/71	$275,900
1971/72	$440,000
1972/73	$481,200
1973/74	$599,200

The Québec Broadcasting Bureau

Since December 1972, with the adoption of Acts to amend the Department of Communications Act and the Québec Broadcasting Bureau Act (Bills 37 and 36), the duties of this body have consisted in establishing and developing a service for producing audio-visual material and radio and television broadcasts. In addition, Radio-Québec, at the request of the Minister of Communications and for and in collaboration with other government bodies, prepares audio-visual material and radio and television programs for educational purposes.

Recently the Prime Minister of Québec announced that as a first phase Radio-Québec would begin broadcasting (UHF) at the beginning of 1975 in the Montreal and Québec City regions and would serve other cities via the cable-distribution networks.

Staff

- employed 31/3/69		N/A
- employed 31/3/70		249
- employed 31/3/71		314
- employed 31/3/72		361
- employed 31/3/73		397
- authorized, 1973/74	budget	444

Budget*

1968/69	$5,095,000
1969/70	$7,000,000
1970/71	$5,948,000
1971/72	$4,758,000
1972/73	$4,816,600
1973/74	$4,912,700

* Does not include the sums charged to the various government departments and bodies which will total some $3 million for 1973/74.

The Various Activity Sectors

Telephone

Telephone communication services are by far the most important activity in economic terms in the Québec communications sector. They alone employ as many people as all of Québec's communications manufacturing sector, that is 18,813 as compared with 18,567 in 1971.

Table 1

Telephone Companies in Québec (71)

	Bell Canada (in Québec)	Québec (total)	Bell Canada (in Québec) %
Yearly revenue (millions of $)	383	429	89.3
Net telephone property (millions of $)	1,214	1,391	87.3
Construction expenditures (millions of $)	162	172	94.2
Telephones (000)	2,440	2,744	89
Employees	16,515	18,813	87.8
Salaries paid (millions of $)	144.5	164.5	87.8

Source: Statistics Canada, annual reports of companies and data provided at public hearings

In Québec there are presently 31 telephone companies which share the market as follows (number of telephones):

Bell Canada	89.0%
Québec Telephone	5.9%
Téléphone du Nord	1.8%
Télébec	1.35%
Others	1.95%
	100.00%

It should be noted that Bell Canada's share of the market is really 92.15% since Téléphone du Nord and Télébec are fully-owned subsidiaries.

"The western ministers agree that telephone rates are wholly within provincial jurisdiction and that they are united in their opposition to any federal control or regulation of those rates.

In Manitoba, Saskatchewan and Alberta, where rates are regulated by the province, residential telephone rates have been historically low in the interests of the general public. Any federal interference with long distance revenues would inevitably harm the consumer."

(John Brockelbank, Saskatchewan's Minister of Goverment Services and Telephones. Western Communications Ministers' Conference Saskatoon, August 30-31, 1973.)

Bell Canada's importance in the Quebec communications sector is not restricted to telephone services. In 1972, one of its fully-owned subsidiaries, Northern Electric, employed 20,787 people in Canada and had sales amounting to $534,313,000, more than 50 per cent of which were made to Bell and its subsidiaries.

Revenue

With regard to Bell Canada, Québec contributes more than the average to local service revenue. Seventy-one per cent of Bell's telephones in the Province are part of exchanges of 250,000 telephones or more, whereas in Ontario this proportion is only 46 per cent. By contrast, also as regards Bell, Québec contributes less than the average to long distance service revenue. As for Québec Telephone, long distance telephone service accounts for much of its revenue.

Table 2

Revenue per telephone per service (1971)

	Local service	Long-distance service	Total*
	$/tel	$/tel	$/tel
Bell Canada (Québec)	93.87	56.35	157.40
Bell Canada (Ontario)	88.13	69.94	165.90
Bell Canada (total)	90.25	64.60	161.80
Québec Telephone	73.35	113.91	189.67
Canada (total)	90.38	63.78	156.30
Canada (excluding Bell)	82.96	72.92	163.76

* Other revenues included
Source: Statistics Canada

The differences can be explained by the size of the firms, the areas served and the regulations, whether federal or provincial.

Construction Expenditures

Between 1967 and 1971 Bell Canada's construction expenditures decreased considerably in Quebec: they dropped from 42.2% to 34.8% of the firm's total construction expenditures. During this same period revenue from the Province dropped from 39.5% to 37.6%.

Table 3

Bell Canada: operations revenue and construction expenditures in Quebec

Year	Operations revenue (in millions of $)	Company %	Construction expenditures (in millions of $)	Company %
1967	277	39.5	132	42.2
1968	294	38.8	128	37.9
1969	324	38.5	147	37.7
1970	357	38.1	137	34.2
1971	383	37.6	162	34.8

Source: idem

Telegraphy

Canadian National/Canadian Pacific Telecommunications telegraph services are gradually decreasing in volume. Although telegraph services were once the major source of revenue of CN/CP Telecommunications ($21.4 million in 1963, or 30% of receipts) they constituted only 12.1% of their total revenue or $15.9 million in 1972. During this same ten-year period the volume of telegrams dropped by some 50%. This reduction coincided with the arrival of TELEX and TWX services and also with the improvement of the long distance telephone services.

Very few figures are available for Québec. CNT and CPT are sections of two separate concerns, respectively parapublic and private companies, and therefore they publish little information on their activities in Québec. However, the following approximations can be obtained by extrapolation:

In 1971, 19.4% of the telegrams sent, or 1,143,232, originated in Québec which would suggest a revenue of about $3.1 million (1972).

18.7%, or 4,600, of their TELEX systems were used in Québec in 1971 bringing in a revenue of $8.4 million (1972).

20.7% of the labor force, or 1358 employees, worked in Québec in 1971. Proportionally, their revenue in Québec would have been of $27.2 million (1972) for all services.

In Québec, CPT controls 68.6% of the activities of CN/CP Telecommunications. In 1972, CPT employed 921 people as against 456 for CNT; they paid out $8,374,000 and $4,152,000 respectively in salaries.

It must be pointed out that CN/CP Telecommunications depend mostly on foreign producers for their electronic and switching equipment and that only a very small portion of CNT purchases are made in Quebec. For instance, purchases of this type of equipment by CNT and CPT in the last three years were as follows:

Table 4	CPT	CNT
1970	$ 7.7 million	$15.9 million
1971	$ 9.9 million	$13.7 million
1972	$10.5 million	$12.8 million

	CPT	CNT		
Origin	(the three-year period)	70	71	72
Foreign	65%	48%	46%	43%
Canada	35%	52%	54%	57%
Quebec	25%	8.5%	10%	4%

Source: [illegible]

On the basis of these figures, purchases by the CNT and the CPT in Quebec would amount to only $10.3 million for these three years, that is 14.5% of their purchases.

Computer communications

The generally accepted definition of the term "computer communications" is "all the techniques for the teletransmission of data processed or to be processed by computer". In 1971, only 12.5% of the Canadian computers were used for teleprocessing even though most of them could have served for that purpose. It must be noted also that teleprocessing is generally only one part of total computer activity.

However, use of computer communications is clearly expanding. The growth rate of computers used for teleprocessing is 21% against 15% for all computers. In other words, nearly 20% of the 1980 computers will be used for teleprocessing as compared with 12.5% in 1971.

At the end of May 1971, according to the Canadian Information Processing Society, there were 3622 computers in use in Canada for a rental equivalent (peripherals included) of $353.7 million including 25.7% for Québec.

Table 5

Computer distribution in the provinces, May 1971

	Number	% of total	Rental equivalent ($ million)	% of total
Ontario	1863	51.4	184.8	52.2
Québec	775	21.3	91.0	25.7
British Columbia	294	8.1	22.5	6.3
Alberta	287	7.9	24.3	6.8
Manitoba	151	4.1	15.4	4.3
Saskatchewan	74	2.0	5.4	1.5
Maritimes	177	4.8	10.3	2.9
Canada	3622	100.0	353.7	100.0

Of these 3,622 computers, 6% or 215 and 4.6% of the rental equivalent are computer systems of the Federal Government

Table 6

Federal computer distribution in the provinces, May 1971

	Number	% of total	Rental equivalent ($ million)	% of total
Ontario	146	68.0	11.7	72.0
Québec	16	7.4	2.6	15.9
Nova Scotia	28	13.0	1.0	6.1
Others	25	11.6	1.0	6.1
Canada	215	100.0	16.3	100.0

Source: Branscheg Out

On the whole, the revenue from purchase of services is much higher, since they topped one billion dollars in 1971 distributed as follows:

Table 7

Equipment (component suppliers) (rental of computers, peripherals, program writing, maintenance, etc.)	$375 million
Consultant services (independent service bureaux) (consultation, analysis, design, programming, etc.)	$133 million
Accessories (data cards, data tapes, magnetic tapes, print-out forms, etc.)	$ 80 million
Data transmission (4% of TCTS revenue and 60% of CN/CP revenue)	$120 million
Total activity of the data processing industry	$708 million
Consumed by the INDUSTRY itself	$116 million
Final OFFER of the industry	$592 million
Salaries and wages of users	$380 million
Estimated revenue for the industry	$972 million

Source: Branching Out

At the present growth rate of 16.5%, revenue from this industry in 1980 would be $4 billion for Canada as a whole including $1 billion for Québec if it receives its fair share.

This is therefore an activity sector which is rapidly growing and is closely tied to the development of certain other communications sectors.

Radio and television broadcasting

In 1971, radio and television broadcasting in Québec had gross receipts of nearly $135 million, of which $58 million were paid in salaries to some 6,000 employees and $10.8 million in artists' fees. Even though still incompletely developed, it is surpassed in importance only by the telephone among all communications services.

Although technically accessible to the majority of Quebecers, present radio and television broadcasting services are unevenly distributed throughout the various regions of Québec and offer little or no choice. The result, in some cases, is real injustice as regards language.

The Canadian Broadcasting Corporation is omnipresent: as regards amplitude modulation (AM) radio broadcasting, 31 French-language stations out of 63 belong or are affiliated to the Canadian Broadcasting Corporation as well as all low-power relay transmitters serving marginal regions. As regards television, the proportion of stations (including relay transmitters) which belong or are affiliated to this public corporation is 59 to 63 (French-language stations), the TVA network constituting the four exceptions (see table 8).

Table 8

Québec radio and television broadcasting firms (1972)

	Private		Canadian Broadcasting Corporation		Relay transmitters	
	Eng.	Fr	Eng.	Fr	Eng.	Fr
AM Radio	8	58	1	5	17	31
FM Radio	4	10	1	2		
Television	2	10	2	7	5	46

Note: All AM radio relay transmitters are the property of the Canadian Broadcasting Corporation. In the case of television, 33 are privately-owned including the five English ones.

Table 9

Affiliated to the Canadian Broadcasting Corporation in Quebec (1972)

	French	English
AM Radio	26	2
FM Radio		
Television	7 (plus 28 relay transmitters)	1 (plus 5 relay transmitters)

Source: Quebec Department of Communications

At first sight, these figures suggest that the position given French on radio and television is eminently fair and that all Quebecers are provided with ample radio and television services in their language, especially from the Canadian Broadcasting Corporation.

This is not the case. Thousands of Quebecers are not served by the French Television or FM radio from the Canadian Broadcasting Corporation; many have only partial service of a poor technical quality.

The figures gathered on the situation of radio and TV broadcasting on the Island of Montreal speak for themselves.

	French	English	Multi-lingual
AM Radio	5	5	1
AM Radio (short wave)	0	1	0
FM Radio	3	4	
Television	2	2	

Pierre Juneau (1971)

There are at least 600,000 English-speaking and 400,000 French-speaking Canadians who receive no television service in their own language. Around 2.3 million French Canadians do not receive second service in their language.

In Quebec, the entire northeast shore of the St. Lawrence is in this situation plus corners of the Gaspé, Abitibi region, northwestern Québec and Saguenay-Lac St-Jean.

We must distinguish between theoretical descriptions of technical services and real situations. For instance, after the charts and statistics, the Gaspé has one hundred per cent service. But the hard facts are for the people who actually live there that the contours of the engineers do not always represent actual service. So one must add, I am afraid, to the total of 400,000 francophones mentioned earlier those who figure on contours but do not get service. For example, for a large proportion of homes in the Quebec region the closest French service comes from the

The radio and TV broadcasting picture in Québec is only complete when one considers the number of radio and TV broadcasting firms, mostly of English language, outside Quebec but which are serving Québec.

Table 10

Radio and TV broadcasting firms outside Québec which are serving Québec (1972)

	Eng.	Fr.
Private		
AM Radio	15	4
FM Radio	5	
Television	15 *	1
Canadian Broadcasting Corporation		
AM Radio	2	1
FM Radio	1	
Television	1	1
Relay transmitters		
AM Radio	3	3
FM Radio	—	—
Television	—	—

* Including six American stations

Source: Québec Department of Communications

Trois-Rivières station. There is also a problem as regards certain localities of the Gaspé Peninsula which, because of their geographical situation, cannot pick up the stations.

Conference by Pierre Juneau at the annual convention of electronic industries of Canada June 17, 1971

Cabledistribution began on a modest scale at the beginning of the 1950s with a view to offering better television reception in regions where conventional receiver antennae were inadequate. Since that time, the introduction of color television, which requires a better quality of reception, as well as the increasing diversity of programming offered by cable distributors, have contributed greatly to the increased popularity of this service.

By December 12, 1972, close to 400,000 Quebec homes were being served by cabledistribution, or 22.8% of the population. There were then 124 cabledistribution services and the six largest of these shared about 70% of the market. In 1970 Sherbrooke had the highest rate of cabledistribution services in Quebec and in Canada, that is 68%.

The average monthly cost of this service in Quebec was about $4.60 a month and the installation cost was $15.00. However, these costs as well as the quality and quantity of the services offered varied greatly from one firm to another.

Table 11

Costs of cabledistribution services (71)

Administrative region	Installation cost (dollars/subscribers)	Monthly service cost (dollars/subscribers)
Lower St. Lawrence/ Gaspé Peninsula	45.64	4.04
Saguenay/Lac St-Jean	46.99	4.37
Québec	17.57	4.16
Trois-Rivières	13.96	4.18
Eastern Townships	20.73	4.71
Montreal (region)	12.30	4.88
Greater Montreal	12.40	4.95
Montreal (region not including the metropolitan area)	10.07	3.31
Outaouais Valley	10.04	4.55
Northwest	14.26	3.96
North Shore	38.48	5.55
Province	14.99	4.62

Source: Television Factbook

If the present rate of growth is maintained, in 1980 70% of the population should have cable services and the income should be of the order of $75 million. However this estimate takes no account of technological changes which might come about in the meantime: increase in the number of channels, bidirectional operations (measurement at a distance, shopping by television, etc.).

On the socio-cultural plane cable-distribution opens new avenues: for example, it is now possible to organize local programming. At the present time this particular avenue seems to be little exploited. On the other hand, cabledistribution can pose a threat to Québec culture. It has introduced many stations into Québec homes, such as the American stations whose programming is foreign to our culture; such a situation threatens to accentuate the process of assimilation.

Québec intends to offer Quebecers a much wider choice as regards programming in French through the extension of the Radio-Québec network, private stations and community television, through exchanges with French-language countries and by aid to creativity in general.

Table 12

Communications revenue (or budget) in Québec

Decision-making centers	Activities	Year	$ million
PRIVATE SECTOR	Telecommunications Companies		
	- Telephone companies	72	476.6
	(including Bell Canada)	72	(423.2)
	- CP Telecommunications	72	18.4
	Radio and Television Stations		
	- Radio stations (private)	72	31.3
	- Television stations (private)	71	32.4
	Cable Distributors	72	18.6
	Others		
	- Films (producers)	70	10.4
	- Records (producers)	70	39.0
	Manufacturers of communications equipment	70	331.3
QUEBEC GOVERNMENT	Department of Communications	73/74	22.0
	Radio-Québec	73/74	7.9
	Public Service Board	73/74	0.6
	Québec Film Bureau	73/74	1.6
	Hydro-Québec	73/74	4.0
CANADIAN GOVERNMENT	Telecommunications Companies		
	- CN Telecommunications	72	8.6
	- C.O.T.C. (Canada: $44.5 million)	72	N.D.
	- TELESAT (Canada: $8.3 million - 1st half 1973)	73	N.D.
	Canadian Broadcasting Corporation	72/73	83.5
	Others		
	- National Film Board	72/73	15.6
	- Canadian Film Development Corporation	72/73	2.0
	- Department of Communications (including the CRTC and the Telecommunications Committee of the CTC)		4.5

Source: Department of Communications, Statistics Canada, CRTC, information furnished by various bodies and companies

Table 13

Net capital expenditures of telecommunications services in Québec

Firms	Year	$ million
Telecommunications Companies		
- Telephone companies	72	1,495.3
(including Bell Canada)	72	(1,309.9)
- CP Telecommunications	72	32.0
- CN Telecommunications	72	24.1
- C.O.T.C. ($94.9 million for the whole corporation, including $47.7 million invested abroad)	June 30, 1973	14.6
- TELESAT ($91.8 million for the whole company)	June 30, 1973	not known
Radio and Television Broadcasting		
- Canadian Broadcasting Corporation	72	49.6
- Private radio stations	71	13.1
- Private television stations	71	13.5
Cable Distributors	72	23.3
Others		
- Manufacturers of telecommunications equipment	71	73.6
- Hydro-Québec	72	40.0

Source: idem

Table 14

Personnel of communications services in Québec

Firms	Year	Personnel
Telecommunications Companies		
- Telephone companies (including Bell Canada)	72	19,736
- CP Telecommunications	72	(17,323)
- CN Telecommunications	72	920
- C.O.T.C.	72	456
- TELESAT (Canada: 250)	June 30, 1973	603
	June 30, 1973	not known
Radio and Television Broadcasting		
- Canadian Broadcasting Corporation	71	3,000
- Radio broadcasting	71	1,480
- Telecasting	71	1,144
Cable Distributors	71	574
Others		
- Manufacturers of telecommunications equipment	71	18,576
- Hydro-Québec		200

Source: idem

part 2

a. québec's needs in the field of communications

what?

Although fully North American, Québec differs in some respects from its 220 million English-speaking neighbors.

As we saw in the preceding chapters, Québec differs from the rest of America as much by its history as by its civil institutions, social structures and cultural activities. Moreover, its constant concern for full development, along with its responsibilities in such fields as culture, education, justice, social affairs, economics, and others, result in a deep awareness of Québec's needs as regards communications.

Québec's needs are those of any national group which is determined to preserve its identity and allow its culture to develop under the best possible conditions.

A recent report by UNESCO (1972) on communications planning and policy has identified accurately the various facets with which governments must deal when they are concerned with providing their people with a modern communications system. The close relationship which exists between culture, education and communications was thus emphasized by the following report authored by UNESCO experts.

According to this same UNESCO report, the three major points which follow must be examined defined and clarified if a communications policy is to be successfully formulated.

"(a) The *scope* of specific communication systems (geographic coverage, target populations) . . .

(b) The principles and norms, i.e. the *values* which underly the nature, functions and needs of society and guide (or should guide) the behaviour of the communication system . . .

(c) *The manageable elements*, both material and human, of communication systems which constitute the essential components of communication strategies and planning."

(op. cit. V.1.2.)

Each of these three points was already touched upon in May 1971 in the working paper "Toward a Québec Communications Policy". The first elements of this policy having already been established with the backing of the great majority of Quebecers, it is time to push the analysis further. The first part of this document has dealt particularly with points (a) and (c) suggested by UNESCO; in this second part we shall deal especially with certain aspects of point (b).

Cultural Development

By its originality Québec has played a special rôle in and constituted an authentic asset for the entire country. It is therefore in the interest of all of Canada that Québec's culture be dynamic, self-renewing and progressive.

Modern communications as a whole contribute to shaping this Québec culture; they are becoming more and more its driving force.

Royal Commission Report

"The quality of a culture and a society will become increasingly the result of the quality of the communications network which supports them." (1)

Rapport de la Commission royale d'enquête sur les arts au Québec, la Commission Rioux, Vol. 1, p. 161

(1) Unofficial translation

Culture provides symbols, myths, values and data regarding society and is transmitted through institutions such as schools and communications networks. But in addition to being transmitted and interpreted by these institutions, it develops, takes shape and becomes a reality through them.

In addition, each cultural product represents in some way or other a social and even political affirmation of the society from which it comes.

Looking at the fields of communication and culture from the viewpoint of institutions, real responsibility does not concern the content of the message itself. The real responsibility is that of organizing the game in which the various participants will play — participants who come from different, unequally privileged strata of society and who constitute the public and the various groups of innovators.

The rules of the game will thus have a marked influence on the types of relations which exist between the consumers and the originators of cultural products. The one who draws up the rules of the game will have primacy and a powerful influence over these relations. This influence will extend to content since by controlling relationships, one orients the criteria for choosing a good sampling of the best cultural elements to be propagated as they present themselves at any given moment.

Under the existing context, federal communications bodies or those which are under federal control, working in or for Québec, cannot always meet the real needs of the population, all the more so that they are often deprived of the power and authority to defend the interests at stake. Indeed, they are under the control of a majority which is often foreign to the previously described characteristics of Québec's way of life or are subject by their constitutive legislation to majority rule when they draw up their communications policy. In all cases, the majority of the members of these bodies are non-Quebecers.

In such a context, it is easy to understand the difficulty they have in drawing up plans and standards which will truly serve Québec or any other single province.

The decisions made in Ottawa are often based on interests which diverge from those of Québec. Just as the Prairie provinces or British Columbia feel remote from Ottawa geographically, so does Québec feel culturally remote. If Québec were considered as simply an administrative unit, it would have the status of a minority group and as such would accept majority rule. However, the Province is not simply an administrative unit, but rather a complete society, a member, like any other province, of the Canadian confederation, which has, at least to Québec's way of thinking, a primarily economic raison d'être.

In communications matters, where it is not only a question of conveying economic exchanges, but primarily educational, cultural and social values, Québec must command the major leverage controls.

Many studies have been carried out, all reiterating the important rôle which should be attributed to the provinces in this sector and Québec's special cultural interests. As far back as the royal commission of inquiry set up by Ottawa in 1928 to study radio, the commissioners recommended leaving jurisdiction in these matters to the provinces.

What followed, of course, is well known...

Aird Commission (1929)

"Summary of recommendations

The following is a summary of our principal recommendations:

(a) That broadcasting should be placed on a basis of public service and that the stations providing a service of this kind should be owned and operated by one national company, that provincial authorities should have full control over the programs of the station or stations in their respective areas.

(b) That the company should be known as the Canadian Radio Broadcasting Company, that it should be vested with all the powers of private enterprise and that its status and duties should correspond to those of a public utility.

(c) That a Provincial Radio Broadcasting Director should be appointed for each province to have full control of the programs broadcast by the station or stations located within the boundaries of the province for which he is responsible.

(d) That a Provincial Advisory Council on radio broadcasting should be appointed for each province to act in an advisory capacity through the provincial authority

In 1949, Ottawa set up the Royal Commission on National Development in the Arts, Letters and Sciences, presided over by Vincent Massey. This commission also recognized the serious failures of Canadian radio and television broadcasting.

The lack of choice when it comes to French-language programs of high quality also concerns Québec. The Federal Government has too often shut its eyes and remained aloof from tangible solutions which might have put an end to an inequitable situation where the French-speaking public hardly had access to a single good network, while the greater part of the English-speaking population had access to the two Canadian networks (soon to be three) and American networks. The Massey Commission pointed out this dilemma and other injustices to Canada's French-speaking people.

In spite of these difficulties, radio and television progressively dislodged other media (cinema and local newspapers) from their privileged positions to create empires where the only rules of the game are governed by program ratings.

In 1957 the Report of the Royal Commission on Broadcasting (Fowler) had already noted that those responsible for radio and television broadcasting had failed in their duties with regard to the development of our cultures. These same thoughts were later expressed by the Laurendeau-Dunton Commission.

If Québec is so preoccupied with the development of the communications network within its territory and with the quality of the messages conveyed by it, this is because it wishes to ensure continuity in the education of the public as required by its constitutional responsibilities.

The time when the Massey Commission made a distinction between school instruction and continuing education is over. Nowadays the consequences of this distinction are strongly felt among those who require from their Department of Education the means and systems for professional retraining, cultural improvement and social adjustment. These needs for continuing education remain throughout life, and provincial responsibility in this domain is not only vital but exclusive.

Québec concurs in this modern concept which links the media to education and culture, a concept which was stated in the recent UNESCO report (presided over by E. Faure) on the problems of education in the modern world:

"Educational systems express national consciousness, culture and the traditions of each people at their highest peak." (1) (p. 200-h)

"... non-academic means of information and communication, which are already, and will become increasingly, essential instruments of educational activity." (1) (p. 60-b)

"Culture is a unifying force which makes possible the expression of a specific national personality. We can never hope to build a nation if we are not tied by a common culture. ... There is nothing retrogressive about reviving a national culture: it allows a country to rediscover its soul and moral equilibrium, and prepares it for accepting progress without being absorbed by it. To nourish oneself only with a borrowed culture is to live vicariously." (1)

Promotion and protection of the French language, which is intimately tied to cultural development and education, is of prime importance for Québec. French must be the first language of use in communications in Québec.

The efforts made in education in Québec must not be undermined by radio and television.

The laisser-faire attitude of the Federal Government with regard to this field must be replaced by the active control of the Québec authorities in order to guarantee:

- the preservation and improvement of the language;

- the removal of foreign influences (anglicisms, etc.);

- the adaptation of the language to modern living by coordinating efforts with other organizations involved (schools, universities, etc.);

- for the non-French speaking population of Québec, the opportunity to learn and use the language which is the vehicle of its culture.

(1) Unofficial translation

part 2

essential powers

what?

For every essential need in matters of communications there must be a corresponding decision-making power. If this is not the case, the desired objective is by-passed. The objective in question is the consistent development of communications in Québec taking into consideration all the responsibilities of the Québec Government in other activity sectors.

To reach the objectives previously stated, Québec must be able to exercise its powers in the field of communications in the following way.

For a given territory there must be one guiding authority over communications policy, otherwise confusion reigns. In the Canadian federal system a government, whether central or provincial, has either total or partial jurisdiction over an activity sector. In the latter case, one jurisdiction has priority; the other is secondary. However, whether jurediction is total or partial, there must be a top coordinator responsible for a given territory.

It is essential that Québec, given its priorities, be able to control the consistent development of all communications activities on its territory. This must be done in close collaboration with the other provinces and, as is proper in a genuine federal system, by keeping the Federal Government constantly informed of anticipated developments and by inviting it to participate in certain projects when it seems advisable.

2. Development of networks and services

During the next few years, hundreds of millions of dollars will be invested in Québec in the communications sector, principally in infrastructures.

The defining of key sectors, the choice of priority techniques and the selection of communities to be served are decisions whose socio-cultural impact is far from negligible. At present, certain regions in Québec still do not have all the necessary communications equipment or services.

The Québec Government must be able to carry out the relevant research, provide or have provided the required infrastructures and promote the development of the existing infrastructures. In addition, given the vitality of the communications sector and the impact of investments in this field, the Government of Québec must direct government investment and promote worthwhile private investment.

3 Use of Land

Having the primary responsibility for overall planning and for the development of communications networks and services on its territory, Québec must have full control over the use of its land, subsoil and air space for all communications purposes.

To this end, the Québec Government must have, among other things, the right of veto over the setting up of any communications system whether it be provincial, federal or international.

4 Ownership

Québec must ensure that those who control and administer communications means on its territory are for the most part Quebecers and, if possible, that they have close ties with the regional and local communities where they operate.

In addition, the Québec Government intends to promote, in addition to the private sector, cooperative ownership of the means of communication as well as the participation of enterprises in the public and parapublic sectors.

5 Technical and service standards

Technical standards, especially in radio communications, must be in keeping with the geography and the extent of the territory, as well as the distribution of the population.

In Québec, about 80% of the people live in the St. Lawrence Valley, next door to an extremely large English-speaking population which has the most substantial communications network in the world: radio, television, cable, computer communications, telephone, etc. Québec must therefore, in conjunction with the other governments and taking into consideration its own special situation, establish standards to be applied throughout its territory.

6 Content and complementarity

Quebecers show a marked taste for authentic Québec productions, particularly in radio and television broadcasting and cabledistribution.

While ensuring that the programs offered to the public are of a high standard, Québec must increase the percentage of productions in French, in the Province, in the field of communications.

In addition, given the educational and socio-cultural nature of the communications media, particularly in sectors such as radio and television broadcasting and cabledistribution, Québec must have exclusive jurisdiction in this field throughout the Province.

7 Accessibility

The Québec Government must ensure that all communications services recognized as public services are accessible to all Quebecers and that these are provided at the lowest possible uniform rates.

8. Research

Research in Québec is often behind that of the United States and the Federal Government. It is therefore essential in a sector as important as that of communications whose future appears very promising that Québec have the means to carry out the necessary research, especially as this sector is vital to Québec's industrial development and the required means are to hand: CRIQ (Centre de recherches industrielles du Québec), the universities and several other private and governmental centers. It should be added that Montreal is one of the world's largest communications production centers.

9. Advertising

Advertising is often an important tool in financing a large part of the production in matters of communications. The Québec Government must make sure that advertising plays its part in the development of communications-media. Therefore, considering the increasingly large amounts of money invested in this sector, it is essential to assign advertising a rôle which will favor the development of networks mentioned earlier.

Québec is faced with a process of alienation as regards advertising, since 55% of the French-language advertising material used in Québec is produced elsewhere in Canada. The Government must ensure that advertising used in Québec is produced by Quebecers for Quebecers.

10. Language balance

As the largest French-speaking community in North America, Québec must give priority to promoting the cultural development of its people. Communications are becoming an increasingly key factor in such development and must therefore be given absolute priority. To achieve this, the Québec Government must increase the choices offered to its French-speaking citizens, notably as regards radio, television and cabledistribution, without diminishing the choices offered its English-speaking citizens.

In this respect consideration must be given in particular to the Montreal region where the authorities responsible have created, tolerated and allowed to continue an unacceptable situation in which French is relegated to the rôle of second language.

11. Québec's international rôle

It is logical that Québec must extend to the international level its jurisdiction over the communications field throughout its own territory. Therefore, it must work together with the other provincial governments, with the governments of other countries and with international organizations such as the I.T.U. for the realization of its objectives.

part 3

intergovernmental organization

how?

Because of its desire to develop itself to the fullest, and of its understanding of intergovernmental relations in Canada, Québec feels prompted to suggest a new division of jurisdiction in communications which will take into consideration political and economic realities in Canada, as well as the provinces' desire to assume fully their social, cultural, economic and political responsibilities towards their citizens and to cooperate in the field of communications. The proposed division also takes into account Québec's intention of extending to the international level its own jurisdiction over communications.

The growth of Canada as a distinct political entity must rest on respect for the social, cultural and economic realities of each province. In this context, Québec must work to preserve its originality, and uphold its autonomy in such vital sectors as education and culture in which communications play an essential part.

Quebec, and the other provinces insofar as they desire, must have top authority over communications. This stand which Quebec has expressed in the past, both publicly and privately, is now formally restated on this occasion when the complete redistribution of powers in the field of communications is being approached by the eleven governments concerned.

Quebec must control the necessary tools for carrying out its prime responsibilities in such important sectors as culture, education, social affairs, justice and the economy, to name but a few.

The many interprovincial meetings in which Quebec has participated have enabled it to note the provinces' desire to be fully responsible for their own communications policies, their respective situations and needs being taken into account.

Interprovincialism

These meetings also made it possible to highlight the interest evinced by the provinces in working together either on a regional or national level.

In fact, since it is necessary, in certain cases, to coordinate communications policies throughout Canada or in a particular region of the country, we believe the provinces have the maturity, the competence and the initiative to negotiate agreements which are in the general interest.

Moreover, the numerous exchanges between the provinces have enabled them to note with satisfaction that very often they share similar or identical viewpoints on communications.

Interprovincial Conference

The Interprovincial Conference of Ministers Responsible for Communications has proven very useful in this respect. In fact the people best placed to serve the interests of the citizens of each province and to draw up satisfactory regulations for coordinating communications policy throughout Canada or in a certain region are those who are chiefly responsible for communications policy in each province.

Regional committees

The Regional Committees of the Ministers Responsible for Communications will have an important rôle to play in solving problems involving two or more provinces of a particular region in view of the realities of that same region.

This system is a step towards real decentralization of power in Canada and relieves the federal machinery which is becoming increasingly cumbersome and ever less aware of realities in the different regions of the country. It also makes it possible to respect the sovereignty of each member state of the federation while favoring the full development of each.

Although the provinces have priority jurisdiction over communications, the Federal Government nevertheless has a part to play. In fact, in view of its responsibilities, the Federal Government must be able to count on certain possibilities for action in the field of communications.

For example, the Federal Government, in conjunction with the provinces, must encourage the development of the communications manufacturing industry in Canada and ensure that the equipment produced meets Canadian and North American standards.

Federal-provincial meetings will bear fruit only if there is a new division of jurisdiction in communications. Québec does not believe the solution lies in simple consultation and, like the other provinces, does not intend to become a high pressure group.

Québec wants to control communications policy on its own territory. It is in this spirit that it suggests a redistribution of authority in communications and expects a favorable answer from the federal and provincial governments.

The following are the main points in Québec's proposed plan for a new division of jurisdiction which will prevent duplications, useless expenses and sterile conflicts between governments.

Responsibilities of the ruling body

An intergovernmental body composed of representatives from the eleven governments of Canada would have the following powers:

1- management of the frequency spectrum;

2- bulk distribution of radio and television broadcasting frequencies throughout the country;

3- establishing the rules of physics regarding the use of radio and television broadcasting frequencies granted by the province;

4- allocating the provinces frequencies to be granted by the province to telecommunications carriers and private communications networks;

5- granting each frequency to Telesat, the C.O.T.C. and the Canadian Broadcasting system made up by C.B.C. in collaboration with the province concerned;

6- coordinating communications research in Canada.

Responsibilities of the Federal Government

A- General powers

1- to set technical standards for communications equipment and material to ensure compatibility of the communications equipment used;

2- to allocate frequencies in areas under its jurisdiction (national defense, air and maritime navigation);

3- to negotiate international communications agreements in collaboration with the provinces

B- Exercise of provincial powers

The Federal Government can exercise additional powers over communications to the extent that the provinces, individually or collectively, authorize such exercise of all or some of their powers, in keeping with bilateral and multilateral agreements. In conformity with these agreements, it can:

1- control communications development in a given territory;

2- establish general principles to encourage the social, cultural and economic development of the community served;

3- set up general rules governing the various communications sectors:

- cable distribution, including wire or cable communications enterprises;
- radio and television broadcasting, including direct satellite broadcasting;
- communications carriers, including private communications networks;
- others;

and in particular service standards and the technical standards which may result, as well as special standards which might apply;

4- authorize any person or company to operate, build or possess communications installations on a given territory;

5- control the use of the land for communications purposes;

6- regulate the degree of cross-subsidization between and within various communications services and sectors;

7- authorize any enterprise or group of enterprises to operate on a network or chain basis and fix the conditions of operation.

8- ensure that the relevant standards are respected;

9- supervise and manage the use of frequencies.

C- Specific powers the Federal Government has:

1- total jurisdiction over the Canadian broadcasting system, that is the CBC, except as regards:

(a) the use of the land which is under the exclusive jurisdiction of each province;

(b) provincial participation on the board of directors;

(c) approval of its development plan by each province concerned;

unless the province or provinces concerned entrust the exercise of one or all of these powers to the Federal Government;

(d) the granting of frequencies by a national governmental body composed of representatives of the eleven governments of Canada.

2- jurisdiction over the COTC except as regards:

(a) the use of the land which is under the exclusive jurisdiction of each province;

(b) provincial participation on the board of directors;

(c) approval of its development plan by each province concerned;

unless the province or provinces concerned entrust the exercise of one or all of their powers to the Federal Government.

(d) the granting of frequencies by a national governmental body composed of representatives of the eleven governments of Canada.

3- jurisdiction over TELESAT, to the extent of its interests except as regards:

(a) the use of the land which is under the exclusive jurisdiction of each province;

(b) approval of its development plan by each province concerned,

unless the province or provinces concerned entrust the exercise of that particular power to the Federal Government.

(c) the granting of frequencies by a national governmental body composed of representatives of the eleven governments of Canada.

Responsibilities of the Quebec Government

A- General Powers

1- to control the development of communications within its own territory;

2- to establish the general principles which will promote the social, cultural and economic development of the community to be served;

3- to set up general rules governing the various communications sectors:

- cabledistribution, including wire or cable communications enterprises;
- radio and television broadcasting, including direct satellite broadcasting;
- communications carriers, including private communications networks;

- others,

and in particular service standards and the technical standards which may result, as well as special standards which might apply;

4- to authorize any individual or company to develop, construct or own installations on Québec territory;

5- to determine the degree of control by Quebecers over enterprises;

6- to control the use of Quebec land for communications purposes;

7- to regulate the degree of cross-subsidization among and within the various communications services and sectors;

8- to authorize any firm or group of firms to operate a network or network chain and to determine the operating conditions;

9- to ensure the application of all the pertinent principles, standards, regulations, rules of physics;

10- to supervise and control the use of frequencies;

11- to be represented on the Board of Directors of the Canadian broadcasting system, that is the CBC, and that of the C.O.T.C.;

12- to approve the development plan of the Canadian broadcasting system, that is the CBC, within its territory.

B- Specific Powers

(a) Regarding *cabledistribution*, including wire or cable communications enterprises:

1- to regulate programming (advertising, language, Quebec production quotas, and so forth);

2- to set rates;

3- to regulate all other services offered by these firms.

(b) Regarding *radio and television broadcasting*, including direct satellite broadcasting:

1- to supervise and control the Quebec broadcasting system;

2- to regulate programming (advertising, language, Quebec production quotas, and so on);

3- to grant frequencies in keeping with the bulk distribution of frequencies by the Federal Government to Quebec.

(c) Regarding *communications carriers*:

1- to set rates;

2- in collaboration with the governments concerned, to set interprovincial and international rates;

3- to regulate traffic agreements between carriers;

4- in collaboration with the other governments, to determine the degree of competition between land and space communications networks;

5- to regulate all other services offered by these carriers.

6- to grant the frequencies used by these carriers;

7- to obtain from an intergovernmental body composed of representatives from the eleven governments of Canada frequencies to be used by the carriers.

(d) Regarding *private communications networks*, to obtain and grant all frequencies to be used by them.

Québec intends to use its powers in the field of communications principally through

1. legislation

2. encouragement to creativity

3. regulations, granting of operating permits, rate regulation.

1- Legislation

Québec's present communications legislation brought up to date in 1972 by the adoption of Bills 35, 36 and 37, is on the whole sufficiently complete to enable the Province to exercise all the necessary powers in the communications field within its territory.

The Communications Department Act

(S.Q. 1969, chap. 65, amended by S.Q. 1972, chap. 57)

The Public Service Act

(R.S.Q. 1964, chap. 229, amended December 15, 1972)

The Québec Broadcasting Bureau Act

(S.Q. 1969, chap. 17, amended by S.Q. 1972, chap. 58)

Québec intends to make full use of these laws to assume its responsibilities in the field of communications.

2- Encouraging creativity

It is up to Québec artists, authors and producers, as well as the Québec public in general, to recreate their milieu through character and image.

It is not sufficient to develop technical communications means; investments must be made in human talent. This is particularly true in Québec if we wish to develop French-language productions of a high quality which will be impressive enough to meet the needs of a constantly developing infrastructure.

With this objective in mind, Québec intends, more specifically:

- to promote the teaching of disciplines related to communications in CEGEPs and universities;
- to invest in communications research;
- to promote, in the field of communications, the development of new creative means, such as community television, by following a distinctively Québec pattern;
- to increase the number of professional improvement grants in sectors linked to communications;
- to promote local and regional productions of all types;
- to encourage interregional exchanges and set up national and regional banks for communications material and productions;
- to promote international exchanges, particularly with French-language countries.

3- Regulations, granting of franchises, rate regulation

With regard to communications enterprises, Québec intends to draw up regulations, grant franchises and to set, on its own or through its institutions, the rates applicable and payable within Québec territory.

Regulations

As an extension of the laws, which cannot cover all particulars, the regulations made by the Cabinet are an essential element of Québec's sovereignty in the field of communications. Québec plans to fashion its regulations to suit its own needs.

These regulations will make it possible to take the facts of Québec's socio-cultural situation into account, as well as to establish priorities for the complete, integral development of the communications means placed at the disposal of Quebecers within their Province.

Franchises

Québec plans to choose and control the communications firms which will work within its boundaries; they will be responsible for carrying out its communications policy.

Companies wishing to work in the communications sector will have to appear before Québec institutions to explain their motives, intentions and commitments with regard to the services they intend to offer the public. These Québec institutions, with their power of decision regarding applications from companies, will also be the ones to evaluate and determine the use to be made of these franchises as well as the revenue to be earned from them.

Rate regulation

Because the normal mechanisms of a market economy cannot operate in several communications sectors, it is logical that the rates of companies holding franchises should be subject to approval by government authorities. In fact, several public communications services are monopolies.

Québec plans to supervise and control all rates in force within its territory in order to keep them in line with its general economic development and its priorities for regional, socio-cultural and industrial development.

Québec plans to extend to the international level its total domestic jurisdiction in communications matters.

Therefore the Province must be able to participate in the international organizations concerned with communications problems such as the I.T.U. and UNESCO.

In addition, Québec plans to intensify its policy of increasing Québec's presence on the international plane by increasing exchanges with several countries, giving priority to Francophone nations.

conclusion

Therefore, before any serious and positive discussion can be initiated on any aspect of the vast field of communications, it appears to us essential that the central government answer that "preliminary question" which has been repeatedly put to it by the Québec Government over the past few years.

Will the central government agree that the Government of Québec must be responsible for its own communications policy in order to fulfill, completely and validly, the unequivocal mandate given it by the people of Québec and to assume the attendant responsibilities with regard to its economic, social and cultural development?

Will the central government agree that this policy, while respecting certain Canadian standards, must be first and foremost a Québec policy and consequently that Québec must be the guiding authority with regard to planning, legislation and regulations in formulating and implementing such a policy on its own territory?

The search for practical solutions to today's problems and organizational needs will be possible only when the central government accepts this reality.

appendix

Communications, a fact of modern life and a property of industrial and especially post-industrial societies, are developing at a staggering rate. An infinite number of variations exists in this field for both the instruments and their application; by reason of their deep penetration within our social fibers they become important factors in fundamental change not only of the environment and of living conditions but above all of those elements which make up the personality and very nature of individuals and civilizations, citizens and societies.

The importance of communications in economic life is obvious. It has increased to such an extent that the very livelihood of corporate bodies depends on it. Already, means of communication of prime concern to scientific and industrial research work, frequently give rise to basic changes in industry and affect every last employee.

Public administration and the administration of public bodies (governments, schools, hospitals, municipalities, and others) depend at least as much on communications for their operations and the quality of the services which they must render.

The effects are great. The benefits also can be great, but so can the risks and the dangers.

Means of communication are factors for regrouping individuals and peoples, but they also stress distances and tend to continually widen the gap between those who have them and those who do not, those to whom they are available and those to whom they are not, and those who control them and those whose lives are governed through them.

Although they are factors of development and progress, they can also lead to a state of bondage and domination.

"Information distributed to the people by the public authority must allow them to discuss the business of the State critically and constructively. That which the State receives from the people, on the other hand, must indicate to the State what is required of it."

"Communicating !", Report of the Task Force on government information, p. 47 — 1969

Whereas they are vehicles for the culture and specific identity of a majority or of a specific nation, they can also lead to the asphyxiation and disappearance of greater or lesser majorities or nations.

The fundamental rights of persons and societies, then, are beginning to be affected, in ways which have scarcely begun to be studied.

Communications are and will continue to be either an element of strength or a cause of weakness, an instrument for full development or one for the dismemberment and corrosion of societies.

More than perhaps anyone else, Québec and the Québécers must face up to this dangerous challenge, which, because it is inevitable, must be taken up and cannot be lost sight of. A Québec policy on communications is a condition for and guarantee of that specific identity and personality which identify us within Canada.

The general objectives of the Communications Department have been drawn up under the three following headings, bearing in mind the constant concern for the public interest, and to allow Québécers to feel assured that at home they can "be themselves".

1- *For the people*

The Department of Communications must ensure the inalienable right of the people of Québec to communication according to their cultural, social, economic and political needs.

Indeed, there is no provincial, federal or even international law setting forth right to communication or information. The expression "citizens of Québec" obviously includes both the French-speaking majority and the English, Indian, Eskimo and other minorities. Any pluralistic society owes it to itself to ensure the right to communication to all its citizens according to all their needs and in accordance with the objectives and priorities imposed by development of the territory.

2- *For the State*

The Department of Communications must provide the government and its bodies, directly or indirectly, with a modern communications system enabling them to assume their full responsibilities regarding the people of Québec.

"As the speed of information increases, the tendancy is for politics to move away from representation and delegation of constituents toward immediate involvement of the entire community in the central acts of decision."

Marshall McLuhan, "Understanding media", 1970

To permit a maximum of existing and future investment, the Department must maintain and create technical networks, as they are required, along which government communications may be channeled, taking into account the economic situation and available resources.

In order that the government may be ensured of assuming all its responsibilities in the field of communications, these systems will have many functions. They will allow for all types of communications (telephone conversations, transmission of information and data, and so on) between various sectors of the Administration. They will ensure the transmission on a permanent basis of government information to the public and make possible "feedback" or retroaction, or even "retro-information", from the public to decision-making centers, in order that the entire population may take part in the effective control and orientation of public business.

3- *For the community*

The Department of Communications must provide and maintain a system of communications for Québec, integrated to the extra-territorial or international systems, which will facilitate and contribute toward the full development of all and the attainment of Québec's goals.

"The government's rôle in coordinating and planifying is one of the main problems that calls for the formulation of a clear systematic policy. The studies we have effected tend to think that it ought to be the principal agent having as an aim dynamic stimulation rather than of fixed planning."

"Instant world", Report on telecommunications in Canada — Telecommission — 1971

This will explain the necessity for the Québec Department of Communications to collaborate in a Canadian policy on communications, with particular emphasis on the orderly use of radio frequencies. Such collaboration is in no way inconsistent with the attainment of Québec's communications policy.

Moreover, to ensure the full maturity of all Quebecers, windows must be kept open to the world in matters of "software". Nothing is more tragic than the intellectual isolation of a nation or an ethnic group which has withdrawn into itself.

In order to facilitate Québec's industrial and technological development in the field of communications and telecommunications equipment, international cooperation must exist between Québec and other countries, particularly France.

The principal objectives mentioned above are the guidelines for this working paper. Alongside these are a number of lesser objectives, chief among which are the following:

- A modern public communications system for the whole of the province of Québec should be planned, taking account of the development of technology.

- The public service aspect of the communications systems essential to the community life of the people of the province should be recognized.

- All aspects of communications should be dealt with according to the values of all the people of Québec and to social change.

- A modern government communications system through which all citizens can be kept informed should be planned and developed.

- The production and distribution of all government information should be coordinated.

- The services of the State should be made accessible to individuals, thereby allowing them to keep informed and to express their opinions or those of their milieu.

- Permanent outside communication should be maintained for Quebec.

The rôle, rights and obligations of public service bodies in the field of communications should be determined, as well as whether or not they hold a territorial monopoly, and whether they are public or private.

- Encouragement should be given to production of a volume of goods and services which comply to the aspirations of all people of the province.

- Research in communications (hardware and software) should be stimulated and rendered more democratic.

This list of objectives clearly shows how weak and insufficient government action is in the face of the communications challenge. But this is precisely the area where action must be instituted if the first objective, that of providing each person and group of persons with the best services possible, is to be rapidly attained.

The action of the principal State agencies in the field of communications must be revised in the light of concepts of production, realization, distribution, commercialization, analysis, research and other matters. The organization of the government's internal services in the field of communications must be reviewed, and smooth-running regional services must also be set up; a continuing review of government information and publicity is essential.

Finally, a regrouping of services or fields of activity in the field of communications within the State will ensure that specialists and technicians in that field no longer act simply as managers but rather as real advisers both to the departments and to their own respective agencies.

Consequently, it will be necessary to train or retrain the personnel required to effect this permanent change brought about within the public and parapublic administration by modern communications.

L'Éditeur officiel du Québec